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QUESTION OF THE REALIZATION IN ALL COUNTRIES OF THE ECONOMIC, SOCIAL AND CULTURAL RIGHTS CONTAINED IN THE UNIVERSAL DECLARATION OF HUMAN RIGHTS AND THE INTERNATIONAL COVENANT ON ECONOMIC, SOCIAL AND CULTURAL RIGHTS, AND STUDY OF SPECIAL PROBLEMS WHICH THE DEVELOPING COUNTRIES FACE IN THEIR EFFORTS TO ACHIEVE THESE HUMAN RIGHTS

POPULAR PARTICIPATION IN ITS VARIOUS FORMS AS AN IMPORTANT FACTOR IN DEVELOPMENT AND IN THE FULL REALIZATION OF ALL HUMAN RIGHTS

Study regarding the question of the extent to which the right to popular participation has been established and has evolved at the national level

Report of the Secretary-General

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INTRODUCTION

1. The present study is submitted pursuant to paragraph 5 of Commission on Human Rights resolution 1989/14, in which the Commission requested the Secretary-General to use all channels at his disposal to collect the relevant information and to prepare on this basis a study regarding the question of the extent to which the right to popular participation has been established and has evolved at the national level, and to submit the study to the Commission on Human Rights at its forty-seventh session.

2. In his report to the Commission on Human Rights at its forty-sixth session (E/CN.4/1990/8) on the question of popular participation, the Secretary-General indicated that a note verbale and letters had been sent out on 30 June 1989 requesting Governments, United Nations organs, specialized agencies and non-governmental organizations in consultative status to forward any information they wished to submit on the subject of this study. A list of those from whom replies had been received was also included in the report.

3. At the same session, the Commission, in paragraph 2 of its resolution 1990/14, requested the Secretary-General to use once again all channels at his disposal to collect the relevant information and substantive views and comments in preparing a study regarding the question of the extent to which the right to popular participation has been established and has evolved at the national level to be submitted to the Commission on Human Rights at its forty-seventh session.

4. Consequently, the sources used by the Secretary-General, in accordance with the Commission's guidelines, are the information and substantive views and comments of Governments on national experiences and on the relationship between popular participation and the promotion on human rights. The information is presented following the structure of the Secretary-General's study contained in documents E/CN.4/1985/10 and Add.1 and 2. Pursuant to Commission resolution 1990/14, the Secretary-General has also reflected information emanating from relevant United Nations organs, specialized agencies and other bodies as well as non-governmental organizations on their activities relating to the concept and practice of popular participation. Therefore, the present report reflects the replies received so far from the various relevant sources and complements the Secretary-General's study of 1985.

I. POPULAR PARTICIPATION AS A RIGHT GUARANTEED BY NATIONAL LEGISLATION

INFORMATION FROM A GOVERNMENT

Philippines

5. "The Philippines is a democratic and republican State. Sovereignty resides in the people and all government authority emanates from them." (Section I, Article II, 1987 Constitution.)

6. The authority vested in the legislative department of the Government is for the purpose of making laws and altering or repealing them. This authority, however, is not absolute since it is only derived by the Senator and the Representative upon their election to office. The original legislative power is vested in the Filipino people who by their sovereign will ratified the Constitution. It is therefore embodied in the 1987 Constitution that sovereign will and popular participation are exercised through representation, when the popular sovereign elects the office holders. And this is where derivative legislative power comes in.

7. To this end, it is worth reiterating that, being a republican State, representation is the primary exercise of popular participation. There are however instances wherein, by the exercise of its sovereign will through different forms of direct participation, the Filipino people take the primary role in the resolution of certain issues:

(a) "Suffrage may be exercised by all citizens not otherwise disqualified by law, who are at least eighteen years of age, and who shall have resided in the Philippines for at least one year and in the place wherein they propose to vote for at least six months immediately preceding the election; no literacy, property or other substantive requirement shall be imposed on the exercise of suffrage." (Section I, Article V, ibid.)

(b) "The Congress shall, as early as possible, provide for a system of initiative and referendum, and the exceptions therefrom, whereby the people can directly propose and enact laws or approve or reject any act or law in part thereof passed by the Congress in local legislative body after the registration of a petition therefore signed by at least ten per centum of the total number of registered voters, of which every legislative district must be represented by at least three per centum of the registered voters therefore." (Section 32, Article VI, ibid.)

(c) "Amendments to this Constitution may likewise be directly proposed by the people through initiative upon a petition of at least twelve per centum of the total number of registered voters, of which every legislative district must be represented by at least three per centum of the registered voters therein. No amendment under this section shall be authorized within five years following the ratification of this Constitution nor oftener than once every five years thereafter.

(d) "The Congress shall provide for the implementation of the exercise of this right." (Section 2, Article XVII, ibid.)

8. On the basis of the provisions of the 1987 Constitution, popular participation is variedly practical as a factor in development and in the free realization of all human rights. This means that the right of choice and the freedoms and liberties of self-determination could be enhanced by a direct vote of the Filipino constituents in choosing their representatives to the Executive, Legislative and Judicial Departments of the Government. The act of voting by the citizenry, however, does not end in the election but in the checks and balances of the acts of representatives. Thus, initiative, referendum, plebescite, judicial review, and impeachment as popular forms of looking into the measures taken to develop, maintain and enhance the peoples' right are being implemented in the national level. To this end, their proper use and exercise purports to protect the civil and political rights of Filipinos.

9. Popular participation in the Philippines as herein discussed acts as a forum for development so that sovereignty may properly serve the democratic and republican State of the Philippines. The forms of said participation considers popular sentiment since the 1987 Constitution takes into account the process of consultation with the people by the elected and appointed officers. Nowhere in the Constitution is the citizenry deprived of contesting national issues, advising the governors of the Government, and exercising its sovereign will.

INFORMATION FROM A NON-GOVERNMENTAL ORGANIZATION

International Planned Parenthood Federation

10. The human right to family planning is slowly beginning to find expression in national constitutions. It has called into question much archaic legislation such as the French law of 1920, now abrogated by France and several countries in Africa which were its former colonies. After much debate, Canada amended its Criminal Code in 1969 to legalize family planning and five Latin American countries - Ecuador, Mexico, Peru, Guatemala and Brazil - have declared family planning and responsible parenthood as constitutional rights.

11. Among national constitutions declaring family planning and responsible parenthood as a constitutional right are the following:

(a) Guatemala

"The State guarantees the social, economic and judicial protection of the family. It will promote its establishment on the legal basis of matrimony, on the equality of rights of the conjugal pair, and on responsible parenthood and the right of persons to decide freely on the number and spacing of their children." (Article 48)

(b) Brazil

"The family, the base of society, has special protection from the State. Founded in the principles of dignity to the human person and on responsible parenthood, and freedom to exercise family planning, the State will provide the educational and scientific resources to exercise that right, prohibiting any coercive form by public and private institutions." (Article 263)

II. POPULAR PARTICIPATION AS A RIGHT RECOGNIZED IN VARIOUS SPHERES OF NATIONAL CIVIL AND POLITICAL LIFE

INFORMATION FROM GOVERNMENTS

Dominican Republic

12. Article 100 of the Constitution of the Republic provides that: "The Republic condemns any privilege or situation liable to impair the equality of all Dominicans, between whom the only differences shall be those deriving from their talents or virtues, and hence no body of the Republic shall confer titles of nobility or hereditary distinctions".

13. All Dominicans, therefore, regardless of their status, participate or may participate in the development and full realization of all human rights.

14. There are accordingly various associations in the country which work to spread knowledge of human rights. The central agency for this work is the Human Rights Committee a non-governmental association which is completely free to carry on its work in defence of human rights.

15. It is noteworthy that every person enjoys the freedom to denounce human rights violations by any means, whether in writing or via television.

16. Groups and institutes promote popular courses on this very important subject, and the number of Dominicans who are aware of their rights as human beings and as nationals of a country such as the Dominican Republic is growing daily. The Dominican Republic signed the International Covenant on Civil and Political Rights in 1979.

Federal Republic of Germany

17. The Government of the Federal Republic of Germany avails itself of this opportunity to reiterate the reservations expressed by its delegation to the Commission on Human Rights on 2 March 1989 about the use of the term "right to participation" in Commission on Human Rights resolution 1989/14. This term as such is not contained in either the Universal Declaration of Human Rights or the two Human Rights Covenants. The Government of the Federal Republic of Germany therefore interprets the use of this term as a reference especially to Article 21 of the Universal Declaration of Human Rights, Article 25 of the International Covenant on Civil and Political Rights, and Articles 8 and 15 of the International Covenant on Economic, Social and Cultural Rights. *Inter alia*, those articles provide the right to take part in the conduct of public affairs of one's country, directly or through freely chosen representatives, stress the importance of the will of the people as the basis of the authority of government, establish the duty to guarantee freedom of association and recognize the right to take part in cultural life.

18. The Government of the Federal Republic of Germany feels that more extensive aspects of a "right to participation", especially worker co-determination at plant or company level, are not suitable for uniform global regulation or for general codification as a human right.

INFORMATION FROM A UNITED NATIONS ORGAN

United Nations Centre Against Apartheid

19. During the period under review, Pretoria undertook further repressive measures in its attempts to eliminate even peaceful opposition to its rule. There was an escalation of repression against anti-apartheid opponents, in particular, in the buildup to the September 1989 elections. This repression had two main objectives: first, to curb the ability of anti-apartheid organizations and individuals to undertake activities at a national level; and second, to re-establish the régime's control in black communities so as to implement the reform programme without opposition. Under the four-year-old state of emergency, police violence increased as did attacks by vigilante groups and death squads against apartheid opponents within the country, resulting in the creation of a new category of people in South Africa: internal refugees from repression. The courts increasingly became an important instrument used by Pretoria to quash its opponents. A draconian press censorship, the tightest South Africa has ever known, hid from world scrutiny human rights violations, including incommunicado detention without trial, death sentences, torture and deaths in police custody, bannings and restrictions and forced removals of population. In this climate of increasing fear and intimidation, a group of leading South Africans formed the Human Rights Commission in September 1988 to investigate and monitor violations of human rights in South Africa on an ongoing basis. The 28 per cent increase in the budget allocation for the police and the renewal of the state of emergency on 9 June 1989 for the fourth consecutive year would indicate that the level of repression is unlikely to abate.

INFORMATION FROM A NON-GOVERNMENTAL ORGANIZATION

International Institute of Higher Studies in Criminal Sciences

20. The Institute organized a far-reaching series of five teaching seminars, spanning other programmes (described below) in which some 250 law professors from Arab universities, judges involved in judicial training programmes or institutes, policy academy instructors and senior military justice officers will participate. They were intended to prepare participants to teach human rights as a specialized course or as part of other courses.

21. Partly as a result of these programmes, a number of law schools and specialized institutions have established human rights institutes and programmes. The universities of Cairo, Zagazig, Mansourah and Assiut have established human rights institutes, and the research centre of the Egyptian police academy is planning one. Judicial institutes have been established in Jordan and Tunisia though they are not yet fully functioning. The following faculties of law also have established human rights courses: Assiut, Casablanca, Cairo, Ein-Shams, Fez, Jordan, Khartoum, Kuwait, Lebanon, Mansourah, Mu'ta, Rabat, Tunis, Zagazig; the faculties of law of Aleppo, Benghazi and Damascus universities are also planning such courses. The multiplier effect is expected to be significant and the projection that by 1990 no less than 10,000 law students in the Arab world will be exposed every year to a specialized course on human rights, or portions thereof as part of other courses, now appears to be conservative.

22. Altogether some 350 law professors from every Arab law school, judges, police academy instructors, and military justice personnel will have been involved in the programmes between December 1985 and December 1989. Many of the participants are Cabinet or former Cabinet members, chief justices and justices of Supreme Courts, high-ranking army and police officers, and senior government lawyers.

23. The cumulative effect of these programmes and related publications is expected to create a culture of respect and observance of human rights through institutionalized educational programmes whose multiplier effect will surely have an impact on the development of democracy and the strengthening of the Rule of Law in Arab societies. These programmes have already demonstrated that they encourage and strengthen human rights, develop networking and self-reinforcing support among Arab jurists, enhance inter-Arab regional co-operation, stimulate educational and research programmes, encourage teaching, provide opportunities for exchange of individual and national experiences, provide new pedagogical models, generate a climate of openness and understanding, stimulate media and public interest, involve public officials in a positive way

III. POPULAR PARTICIPATION AS A RIGHT RECOGNIZED IN VARIOUS SPHERES OF NATIONAL ECONOMIC, SOCIAL AND CULTURAL RIGHTS

INFORMATION FROM A GOVERNMENT

Canada

24. Although many federal departments have assisted a wide range of voluntary organizations and their activities, the Secretary of State has a special mandate to promote and encourage volunteerism.

25. The Department of the Secretary of State fulfils this mandate by:

(a) Developing policy and promoting research on volunteerism;

(b) Liaising with other departments, Governments, and voluntary organizations on issues of importance to the voluntary sector; and,

(c) Providing grants and technical assistance to support the growth, diversity and independence of the voluntary sector.

26. In 1985, the Secretary of State sponsored a public consultation to examine the information needs of those interested in voluntary activities and voluntary organizations.

27. Between 1 November 1986 and 31 October 1987, over 5 million adult Canadians volunteered their time and skill to groups and organizations across the country. These people accounted for 27 per cent of the total population aged 15 and over.

28. A direct relationship exists between the participation rate of volunteers and their educational attainment. The rate ranges from a low of 14 per cent for those with 0 to 8 years of education (primary school only) to a high of 45 per cent for those with a university degree. (This relationship holds for both men and women).

29. The likelihood of any one person volunteering rises with household income. Only 18 per cent of persons with a household income under $10,000 volunteer (including households with no income), while 39 per cent of persons whose household income is $60,000 or more do so.

30. The most common types of formal volunteer activity engaged in for both men and women are organizing or supervising activities or events (3.0 million volunteers), sitting as an unpaid member of a board or committee (2.5 million), and canvassing, campaigning or fund-raising (2.3 million).

31. The following types of formal volunteer activity are almost as likely to be performed by men as by women: volunteer driving; consulting, executive, office or administrative work; providing information or help to educate, influence public opinion or lobby others; and sitting as an unpaid member of a board or committee.

INFORMATION FROM A UNITED NATIONS ORGAN

United Nations Centre for Human Settlements (Habitat)

32. It can now be stated with certainty that Governments in several developing countries have been persuaded by the work and programmes of UNCHS (Habitat) to abandon the policies of demolishing and destroying low-income settlements simply because they do not meet "statutory" and other arbitrary standards. Most Governments have now been persuaded to accept that the shelter people build with their own resources by themselves and for themselves is a part of national capital formation which should be protected and maintained. If they do not meet stipulated standards at a given point in time, they could be improved over time as additional resources become available. In some countries the right of people to basic shelter and their right to participate in providing themselves with such shelter, through individual, family groups and co-operative arrangements, have been recognized. The programme carried out by the Centre for the observance of the International Year of Shelter for the Homeless was instrumental in bringing about such a recognition in many countries.

33. Some Governments have now taken steps to institutionalize this right as is manifested in their Government-approved and even Government-sponsored slum and squatter upgrading and tenure regularization programmes. Examples include the programme of the regularization of Katchi Abadis (illegal squatter settlements) in Pakistan and the massive slum and squatter upgrading schemes and tenure regularization measures in India, Indonesia, Kenya, Senegal, Sri Lanka, Turkey, United Republic of Tanzania and Zambia. In each of these countries, and in many others, such programmes of "built-in" rights of participation by the population, particularly low-income people, in providing their own shelter, services and facilities are now an integral part of the national socio-economic development plans.

34. Furthermore, the UNCHS/DANIDA training programme in organized community participation for improvement of human settlements is designed solely to implant the idea of the right to participation in formulating and implementing shelter improvement programmes. The programme is currently being implemented in Bolivia, Sri Lanka and Zambia. Its basic premise is that people have not only the right, but also the duty, to participate in defining and setting their own objectives and priorities, as well as in planning, implementing and managing developments which have impacts on their lives. The programme aims at establishing the rights of people to self-development whilst also recognizing the need for government support in certain critical areas. The active involvement and participation of people in the building of their own houses and in the creation of their own neighbourhoods fulfils basic human rights and needs for security and a sense of belonging. Participation encourages co-operation and self-reliance in the community. The learning process inherent in participation helps people and groups to acquire the confidence to solve their own problems.

35. Positive results have been achieved from implementation of this participatory training programme. There are numerous examples of improvements of houses, services and infrastructure in low-income neighbourhoods achieved

by the inhabitants themselves, in the countries where the course has been conducted. The Governments of these countries now recognize the initiative and creativity of the people, which has had the effect of putting the people at the centre of their own development processes.

INFORMATION FROM NON-GOVERNMENTAL ORGANIZATIONS

World Education Fellowship

36. Within the field of education, there are several areas in which popular participation is a good thing and should be encouraged. Firstly there is participation in the formal education system itself by children and young adults at all stages. Secondly there is participation in the decision-making processes which go on at the national, local and institutional level; for example, participation as a school governor. Direct participation in the education process is dependent upon access to education. Participation in decision-making is dependent on the political and administrative structures which have been put into operation. Recently in the United Kingdom there has been a tendency towards making it possible for parents to increase their participation in the governance of schools. One problem is the tendency for the higher socio-economic groups to be over-represented on such governing bodies. In higher education, students are represented on most of the decision-making bodies of the institutions concerned.

Trickle-Up Programme

37. In 1979, the Trickle-Up Programme began as a demonstration of one of the ways to reach the poorest of the poor and to help them help themselves out of poverty by encouraging them to start businesses they plan themselves.

38. TUP has demonstrated a process that appears almost universal in its applicability, as with it TUP has encouraged the start of over 10,000 businesses in over 80 countries, yielding more than 10 million dollars in income from sales for the entrepreneurs.

39. The TUP process stimulates people to make their own jobs, rather than wait for someone to give them one. TUP challenges people with a basic proposition which, if accepted, requires the self-identification of a group of five or more people who agree on the products and place of sale, to work 1,000 hours in 3 months, and to reinvest at least 20 per cent of their profits. In return, the group receives a conditional grant of $50 upon completion of the one-page Business Plan, and a second $50 when the one-page Business Report is received, indicating that all conditions have been met and the business is continuing to operate. The women and men who accept the TUP challenge learn how to create their own capital and avoid debt. Sustainability is promoted by the development of basic skills needed to start and maintain a business.

40. One hundred dollars is a significant sum to the many in countries where the average per capita income is under $200. The TUP grant is a tangible, practical and readily understood incentive that triggers a series of events

that will cause them to change their lives in ways that will bring them benefits as long as they live. Seventy-four per cent of the participants reported they were able to provide better food for their families and an equal percentage said they also felt better about their future.

41. The TUP payment is not a loan; it is not welfare. It is a binder on the contract people sign when they complete the one-page Business Plan. It seals the agreement. They are the group of five or more people who have agreed to start a business together, have worked out a plan, given themselves a name, recognized that together they will have a great chance at success. Each one's skills will be used. They will learn from one another and the business is more likely to continue with the shared treasury.

IV. POPULAR PARTICIPATION AS AN IMPORTANT FACTOR IN DEVELOPMENT

INFORMATION FROM A GOVERNMENT

Iraq

42. Iraq wishes to emphasize the importance of popular participation in development as a basic human right.

43. Iraq's practice of promoting the participation of popular organizations in development has become a systematic policy, in so far as the leaders of farmers', workers' and women's popular organizations take part in the discussion of decisions concerning the furtherance of the development process.

44. For their part, these organizations have shown concern for development and have held international symposia on this subject, such as the symposium organized at Baghdad by the General Federation of Trade Unions of Iraq, in collaboration with the International Labour Organisation, from 23 to 27 September 1989. The symposium was attended by 127 participants and 103 national, regional and international trade unions participated in its work.

45. Eight papers were presented at the symposium, which issued a final declaration concerning the general topics that were discussed and containing recommendations that focused on three basic aspects, namely the occupational, economic and political aspects of workers' participation in the formulation and implementation of socio-economic development plans.

INFORMATION FROM A UNITED NATIONS ORGAN

World Food Programme (WFP)

46. WFP regards popular participation as a crucial and integral element of both its development projects and emergency operations, it being understood that the success of actions aimed at improving the material and social conditions of the poor depend ultimately on strengthening self-reliance at the grass-roots level. The extent to which the poor themselves are mobilized to bring about and sustain improvements in their material and social conditions is increasingly becoming a routine focus of WFP's project design, monitoring and evaluation activities.

47. Examples abound of WFP's support to the participatory and self-reliant initiatives of the poor. One typical approach in WFP-assisted projects is the "self-help scheme". The project can be built entirely around self-help schemes (as in a low-income housing project in the Dominican Republic) or the approach can be used in components of larger projects such as settlement or multi-purpose projects.

48. The types of self-help schemes supported through the diverse uses of food aid include low-income housing and upgrading of community sites and services; construction of water and sanitation facilities; construction of other social infrastructures such as health clinics, day-care and community centres; the establishment of village fuelwood lots and construction of small irrigation networks, land clearing and improvement. In all these self-help schemes, labour is mobilized on a voluntary basis to work on a collective or individual

activity that directly benefits both the individual household and the community at large. Food aid, in these schemes, is provided as an incentive for community action or as a form of valorization of labour time expended or incomes foregone. In WFP-assisted settlement projects, for instance, food aid is provided to tide farmers over until such time that their own plots or community-held land become productive as well as to develop social and economic infrastructure and services.

49. Other examples of WFP support for popular participation include the formation or strengthening of co-operative organizations and community associations for small farmers and the landless. In designing such projects, organizing women into their own associations or integrating them into existing co-operative structures is increasingly becoming an explicit objective.

INFORMATION FROM A SPECIALIZED AGENCY

Food and Agriculture Organization of the United Nations (FAO)

50. Within its mandate in agricultural and rural development, FAO continues to give priority attention to those programmes and activities which enhance the participation of disadvantaged rural groups in planning and decision-making processes, thus contributing to their own self-reliance and to meeting their basic social and economic needs. Therefore, we cannot but concur with the United Nations Commission on Human Rights in attaching importance to the question of popular participation.

51. Popular participation was one of the key issues discussed at the World Conference on Agrarian Reform and Rural Development (WCARRD) held in Rome in 1979. The Programme of Action adopted by the Conference contains one full chapter on people's participation, which was defined as a "basic human right and essential for the realignment of political power in favour of disadvantaged groups and for social and economic development".

52. Over the past decade, policies and programmes of many Governments in developing countries have placed increased emphasis on people's participation and the promotion of many types of farmers' organizations. In recent years economic difficulties have convinced many Governments of the need to promote participation as a means of more efficiently mobilizing resources in rural areas. Furthermore, Governments are becoming increasingly aware that the effective management of natural resources requires the active participation and involvement of the people who depend on them for their livelihood.

53. In many countries of Africa, notably in Benin, Botswana, Cape Verde, Senegal, Somalia, Swaziland, the United Republic of Tanzania and Zambia, co-operatives have become one of the major elements in policy programmes and rural development plans. In Asia and the Pacific, India's current development plan calls for the full participation and involvement of rural people, through their own organizations, at every stage of its planning and implementation. In other Asian countries, such as Bangladesh, Indonesia, Pakistan and Thailand, co-operatives and similar organizations are seen as important instruments for rural development. Several countries in the Near East/North Africa give priority to promoting co-operatives. For example, in Jordan, co-operatives are the main instruments for implementing people's participation, while in Yemen the Government has promoted a nation-wide movement of people's development associations. In Latin America and

the Caribbean, participation figures less prominently in policy statements, although Ecuador, El Salvador and Mexico emphasize the importance of promoting organizations of disadvantaged rural groups. In all regions, government policies refer more frequently to rural co-operatives than to workers' organizations or small informal groups.

54. A wide range of other government policies are instrumental in promoting - or discouraging - participation. For instance, the decentralization of government planning and decision-making functions from central to regional and local levels could be vital in encouraging greater participation. Nevertheless, although decentralization has been noted in the plans and policies of a growing number of Governments, FAO's Second WCARRD Progress Report concluded that participation of the rural poor in local-level institutions was yet to be achieved in most countries.

55. Agrarian structure and access to essential resources often do not favour the majority of rural people, especially the poorest groups. Likewise, policies on development priorities and allocation of resources and services often favour the politically powerful urban areas. In many cases price policies and terms of trade also favour the urban sector. For example, many Governments fix national consumer prices for farm products below the farmer incentive level while in the case of export crops they are inclined to maximize tax revenues and foreign exchange earnings at the expense of prices paid to producers. In many instances, the policies briefly sketched above seriously constrain the performance of co-operatives and other farmers' organizations.

56. Similarly, rural development programmes in many countries do not always reflect stated policies in favour of people's participation and people's organizations. For example, despite the trend towards greater decentralization in planning, most Governments fail to consult or involve small producers in the planning of agricultural and rural development programmes and projects with the consequence that the performance of many such programmes and projects is poor. This has particularly been the case with many large-scale irrigation projects. Most Governments have yet to decentralize allocation of funds and, in particular, ensure timely delivery of inputs and services.

57. It is indeed very difficult to generalize the policy changes in recent years. Lack of information is particularly evident in many countries that have been going through a process of structural adjustment. Although, on the whole, the economic position of agriculture may have improved in many instances, the same cannot be said of equity. Indeed, in most cases, inequalities in rural areas seem to have increased as a result of the distributional effect of price policies combined with the limited capacity of Governments to provide non-price incentives to the underprivileged strata.

58. Co-operatives, associations aimed at improving the social and economic status of their members through collective effort in the production and marketing of goods and provision of services, are by far the most pervasive type of formal people's organizations, although available data on their actual numbers, membership and economic importance should be taken with some caution. The International Co-operative Alliance (ICA) has registered some 740,000 groups with a total of 500 million members in 72 developed and developing countries, but this does not cover the countries and groups which are not affiliated with the ICA. In the developing world alone, the Committee

for the Promotion of Aid to Co-operatives (COPAC) has estimated from various sources that in the mid-1980s, some 860,000 co-operatives existed with a total membership of more than 330 million people. Of these, about 375,000 co-operatives, with a total membership of nearly 180 million people, were dedicated to agricultural activities, including forestry and fisheries. Some 75 per cent are in Asia and the Pacific, 12 per cent in Africa, 7 per cent in the Near East/North Africa and 5 per cent in Latin America and the Caribbean. While these figures seem impressive, there are indications that in many developing countries a large number of registered co-operatives may not be fully operative.

59. Rural workers' organizations are associations controlled by and representative of the interests of rural workers. More than 200 national federations of rural workers' organizations, made up of many thousands of local unions, mainly representing wage-earners, exist in the developing world. About 70 per cent of these organizations are affiliated with the International Federation of Plantation, Agricultural and Allied Workers (IFPAAW), the World Federation of Agricultural Workers (WFAW), the World Confederation of Labour (WCL), the International Federation of Agricultural Forestry and Plantation Workers (TUIAFPW) or, in Africa, the Pan-African Federation of Agricultural Trade Unions (PAFATU). Of the 111 rural workers' organizations affiliated with IFPAAW (total membership, 6 million in 59 countries), 74 per cent are in the developing world; similarly, of the approximately 100 organizations affiliated with TUIAFPW (70 million members in 66 countries), most are in developing countries.

60. Rural workers' organizations have become increasingly involved in activities beyond the immediate scope of improved wages and conditions. They often provide members with legal advice, technical assistance and financial support and, particularly in Latin America, they campaign in favour of agrarian and related structural reforms. For example, the General Trade Union of Workers in Agriculture and Irrigation of Egypt promotes training and education programmes, while the General Agricultural Workers Union (GAWU) of Ghana offers such services as leadership and vocational training. The Indian Forest Labour Associations have replaced contractors and reduced the exploitation of forest labour. In some developing countries, rural workers' organizations also co-operate closely with Governments: in Venezuela, the National Federation of Peasants collaborates with government agencies in the fields of agrarian reform, promotion of group farming, and improvement of farming techniques.

61. Given the nature of small informal groups, little data exists on their number and their particular objectives. However, available evidence would suggest that their numbers are considerable and still increasing and, in many countries, exceed those of formal rural people's organizations. Usually, they are engaged in income- and employment-generating activities, savings and community service. A growing number also serve as receiving mechanisms for the delivery of services and inputs and/or for processing and marketing of outputs.

62. As a reaction to the generally slow progress and, indeed, the failure of many formal organizations to involve small farmers and other disadvantaged people, the establishment of small informal groups has been promoted, mostly by external agencies, as a vehicle for people's participation.

63. Local-level co-operatives, rural workers' organizations and small informal groups benefit from the promotional support provided by other non-local organizations in which rural people may or may not be directly represented. These "promotional NGOs" include district, regional and national federations of co-operatives, rural workers' organizations and farmers' unions, as well as national non-governmental development organizations and NGOs based in developed countries. These promotional NGOs, often with substantial financial support from Governments, make a significant contribution to rural development. For example, in 1986 some 2,000 promotional NGOs in the developed world contributed $3.4 billion to developing countries. Their total disbursements were equal to 9 per cent of all official development assistance.

64. Governments and NGOs in developed countries actively support the development of promotional organizations in the developing world, either through activities directly reaching local self-help groups or through funding to national promotional organizations. While this has assisted rural people in many developing countries, it has often led to dependency on external funding. This is particularly the case in some African countries where self-help groups are usually less formally structured than in other developing regions, and indeed promotional NGOs are only now emerging. In some instances, however, African NGOs can potentially have a lot of influence on rural development strategies.

65. As highlighted before, there is sufficient evidence that the majority of rural people in developing countries continue to have inadequate influence on, or participation in, agricultural and rural development. At the same time, there are signs that Governments increasingly recognize people's participation as a way to promote development. Although this increasing awareness is welcome, slow progress has been made in achieving the objective of autonomous and independent organizations of rural people.

66. This slow progress is, inter alia, directly related to a series of interconnected structural, social, organizational and operational issues. These issues, identified by FAO and other development agencies, will have to be addressed in any strategy for the promotion of people's participation.

67. The economic and political power structure of many countries does not encourage the active participation of small, marginal and landless farmers and rural workers. The creation of a broadly democratic environment would encourage rural people to participate formally in the decision-making process and to develop their own initiatives. Such participation should not be viewed as an end in itself but as a vehicle for achieving greater equity. Formal recognition of people's organizations, genuine decentralization of government decision-making and governmental support without compromising the independence of these organizations, are all essential elements for the encouragement of popular participation.

68. Among the numerous obstacles to the participation of the rural poor, prominent are inertia, dependence, and religious and cultural taboos. The poor are still largely accustomed to leaving initiatives and decisions to traditional or emerging "leaders". This dependence is reinforced by their state of "subsistence" which consumes most of their energy. The historical inheritance, in its broadest sense, is resistant to change. Persistent effort over a long period in all the vital sectors of the socio-economic environment is obviously needed to remove these barriers.

69. Traditional forms of community mobilization are of critical importance in promoting participatory approaches. Participation is more likely to take root through such forms of mobilization, particularly if there is an awareness that the benefits will be equitably shared.

70. Certain organizational issues regarding the progress of popular participation must be addressed. The development of effective, increasingly self-reliant rural institutions is a long-term process which should be hastened. It is important that the organizational structures decided upon are appropriate to the interests of the community. Horizontal and vertical linkage of such organizations promote solidarity and economic strength and enable members to develop a broad base for action. The training of qualified managers, leaders and other decision-makers is important for the efficient functioning of any organization.

71. With regard to operational issues, if a project is formulated on the basis of local people's interests, experience and tradition, they will participate more readily in it. Experience has also shown that there will be greater commitment to a project if the local people contribute some of their own resources directly to it.

INFORMATION FROM NON-GOVERNMENTAL ORGANIZATIONS

International Federation Terre des Hommes

72. The Federation considers that popular participation is one of the crucial factors in development and endeavours to put this principle into effect in any action it takes in this regard.

73. The Declaration on the Right to Development recognizes that the human person is the central subject of development and should be the active participant and beneficiary of the right to development. This is tantamount to saying that there can be no development without the participation of each and every person in the development process. All human groups have the right to develop in the manner they choose. In order to do this, they must participate fully in the life of their country, so that they can assert their needs and desires. This right implies suitable forms of democracy, information, training and education.

74. In the Federation's view, the ultimate aim of development is to ensure an adequate quality of life for all individuals within their community or social group. This being so, each group knows which form of development is best suited to its society and is able to find its own ways of realizing it. There are no ready-made solutions or miracle cures where development is concerned. The original initiatives which proliferate as soon as a right to popular participation is fully guaranteed have proved to be very fruitful.

75. To encourage self-sufficiency rather than dependence on aid, to strengthen people's ability to devise new solutions and develop their potential to become partners in dialogue with the local government authorities - these are the principles that guide the Federation's members in their work. This means that the area in which the action is carried out must satisfy certain minimum conditions: for example, there must be a population which has

attained a sufficient degree of organization and awareness to bring a project to fruition. The projects selected are intended in due course to make the beneficiaries self-reliant, in other words, to enable them to develop and manage the whole thing without any outside intervention, and perhaps also to provide a model for other projects in the same region.

Survival International

76. Certain international organizations argue that the successful formulation of projects, and their effective monitoring and evaluation once under way, depend on their staff having privileged access to government statistics and information. They claim they could not gain such access if they were not to be trusted to maintain confidentiality. Arguments such as these reveal the extent to which these organizations impose development on people rather than seek to promote the latter's involvement in it. Faced with a choice, these organizations choose secrecy and dialogue with Government rather than openness and a working relationship with the people they are supposed to benefit.

77. The most immediate and obviously damaging effect of this secrecy is that local concerns are systematically marginalized and abuses ignored. Local communities are in effect denied any means of influencing the process by which projects are elaborated, evaluated, voted on or even implemented. Denied even basic information about the projects that affect them, the peoples of the Third World are cast into the role of passive recipients of aid, and more often than not become victims of its arbitrary and ill-judged effects. In promoting this lack of accountability and excluding the general public from any involvement in decision-making these international organizations are institutionalizing undemocratic forces and reinforcing the very economic structures of exploitation and repression that are responsible for the poverty and underdevelopment they are trying to alleviate.

78. With regard to the foregoing, three community leaders have made the following plea:

> "In future, if an international organization is planning development in an area, we would like to include representatives from our organizations in the planning of that project. We want to get our voice into the process. It is very important for us to have an input ... The international organization should make it a requirement, a prerequisite, that Governments take into consideration local indigenous people. Also, the international organization should maintain dialogue with the [indigenous] peoples ... We want open channels of information with the international organization, from us to the international organization and also from the international organization to us, so we are not the last to find out about projects that affect us. We want a permanent flow of information from the international organization on future projects and we want our Governments to include us in the planning and execution of these projects. We think that the international organization could be a point of support by using its position as funder to put pressure on Governments to include our participation and thus avoid these mistakes."

V. WOMEN AND POPULAR PARTICIPATION

INFORMATION FROM A GOVERNMENT

Canada

79. Over half of all volunteers in Canada are women (55 per cent). In the period November 1986 to October 1987, 2.9 million Canadian women and 2.4 million men performed volunteer work. The volunteer rate is slightly higher for women than for men. Nationally, 29 per cent of all women aged 15 and over volunteered at least once during the reference year. The comparable figure for men is 25 per cent.

INFORMATION FROM A NON-GOVERNMENTAL ORGANIZATION

International Federation of University Women (IFUW)

80. The IFUW is active in promoting the issues of women, and can and does achieve real changes in the laws of the countries in which it operates. There is need for a continuity of vision, to interpret how particular legislation may adversely affect women, and to bring the aspirations of women and girls in line with the opportunities foreseen in current legislation.

81. Perhaps the most powerful instrument in the hands of an organization such as the IFUW is the ability of its national federations and associations to approach their respective Governments and other authorities directly on specific issues; their opinions are highly regarded by those in decision-making positions. Many Governments use IFUW's National Federations Associations to elicit reactions to proposed legislation before it comes into force - an honour which has been gained after decades of close relationships with Governments. Approaches to Governments have been made on such issues as: including unpaid/voluntary work in the next census (Australian Federation); proposal for a nuclear weapons-free Arctic (Canadian Federation); co-operation with the Ministry of Social Affairs on shelter for the homeless (Egyptian Association); statement of impediments women face in post-university education (Netherlands Association); presentation to the Ministerial Inquiry on Pornography (New Zealand Federation); co-ordination of other organizations for "Women for a Meaningful Summit" (American Association).

82. IFUW has been actively co-operating with four other women's NGOs in non-formal educational projects for women and girls in developing countries. In all these projects, the women and girls who participate are encouraged to take an active part in the planning and running of their project. This in itself provides leadership training which will increase their awareness and confidence as they seek to take a more active role in their community.

VI. POPULAR PARTICIPATION IN OTHER SPHERES

INFORMATION FROM A NON-GOVERNMENTAL ORGANIZATION

Baptist Theological Seminary

83. In 1985, the Baptist World Alliance General Council adopted a resolution entitled "Baptist World Aid and the Christian Life Style" as follows:

> "With praise to God who provides 'every good and perfect gift' (James 1:17), we express deep appreciation for the generous response to the Africa Hunger Response Fund Appeal and for gifts in support of other Baptist World aid projects, which brought the total of gifts received in the fiscal year 1984/85 to $2,306,015.
>
> "We accept the fact that the desperate human needs which prompted such generosity will not disappear quickly, and therefore we remind all our people that sacrificial giving needs to continue.
>
> "Moreover, recognizing the wide disparity in resources for living between member bodies of the Baptist World Alliance in different parts of the world with humility and sincerity we urge Baptists everywhere to examine their ways of life in the light of the scriptural injunctions to
>
> feed the hungry
> clothe the naked
> house the homeless
> heal the sick
> care for the disadvantaged
> visit the prisoners
>
> (Matthew 25:31-46).
>
> "We also stress the need for us to adopt more simple life styles to facilitate sharing and communication throughout our Baptist world family."

84. In 1986, the Baptist World Alliance General Council adopted a resolution entitled "Peace with Justice" in which the General Council called upon Baptists worldwide:

1. To unite in earnest prayer for the peace of the world;

2. To communicate to their political leaders our deep conviction that the future of the human race will be tragically imperilled without a prompt de-escalation of the arms race and a reasonable agreement on arms control among the nuclear powers.

3. To work diligently within their respective political, economic and organizational system to champion the priority of peace with justice as a worthy goal for the world's nations, as a humane approach to the current crisis of militarism, as a powerful ideal in our Christian faith and as a pre-condition of human survival.

85. In 1986, the Baptist World Alliance General Council adopted a resolution entitled "Prisoners of Conscience" in which the General Council:

1. Notes the vast number of people, both men and women, who are in prison, whose only "crime" has been the conscientious expression of different political views of the proclamation of the Christian Gospel;

2. Urges Governments with such prisoners to release them without delay in the interest of justice and peace;

3. Calls upon Baptists to remember such prisoners constantly in their prayers, and to take whatever action is appropriate on their behalf.